

PLANS AND PROGRESS

DEPARTMENT OF CITY PLANNING

Report Analyzes Fair Housing Laws In Other U. S. Cities and States

A report indicating that fair housing practices legislation in other major cities has not increased racial tensions or discouraged new construction was presented to the Mayor and City Council by Commissioner Ira J. Bach in March.

At the direction of the City Council, the department and the Commission on Human Relations studied experiences in other U.S. cities and states which have adopted "open occupancy" legislation.

Staff members visited New York and Pittsburgh, the only cities which have such ordinances applicable to private housing.

"In these two cities, public officials state that these laws have produced no significant changes in the rate of construction, rent levels, the rate of migration of white families to suburbs, property values or the movement of non-white families into neighborhoods," Bach said.

"These cities are similar to Chicago in that they are large central cities of metropolitan areas, and they contain cosmopolitan populations of citizens from all ethnic backgrounds."

At the City Council's March 22 meeting Corporation Counsel John C. Melaniphy presented a legal opinion that the State of Illinois has not yet given the city the power to adopt ordinances in this field. Absence of

"home rule" in Chicago prevents the city from taking legislative action on subjects for which the state has not specifically delegated authority, Melaniphy said.

On April 12, the City Council adopted a resolution recommending that the Illinois legislature adopt a state-wide fair housing practices law.

These laws in other states and cities pertain to real estate salesman or broker operations, lending institution practices, advertising, vacant land sales, and other practices in the rental or sale of housing. This legislation prohibits discrimination on the basis of race, creed, color, ancestry or national origin.

Fair housing practices, the report states, do not mean that a person owning or managing a housing accommodation must make a unit available to any family that applies for it. The owner or manager retains his traditional right to examine the ability to pay, credit rating, character, conduct and family composition of the prospective occupants.

States which have enacted such legislation are Connecticut, Oregon, Massachusetts, Colorado, Pennsylvania and New York. During 1961, similar housing laws will be introduced in ten other states.

Deputy Commissioner Clifford J. Campbell; Bernard Gordon, department economist; and Edward Marciniaik, executive director, Commission on Human Relations, conferred with city and state officials and representatives of private groups in New York and Pittsburgh. The ordinances in these two cities became effective on April 1, 1958, and June 1, 1959, respectively.

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 Ornament from Louis H. Sullivan's Garrick Theater building is removed for preservation by (left to right) John Vinci and Richard Nickel, Chicago Commission on Architectural Landmarks; and John Dienhart Jr., Field Enterprises. Though building is being demolished, the City of Chicago, Balaban and Katz, Field Enterprises and various individuals have contributed about \$27,000 to save Sullivan's decoration.

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ADAMS, MELONE APPOINTED NEW DIVISION DIRECTORS

Two new division directors of the Department of City Planning were recently appointed by Mayor Richard J. Daley.

They are Robert A. Adams, 39, director of the coordination division, and Thomas P. Melone, 29, director of the general plan division.

Melone will direct technical studies for revising the General Plan of Chicago. He will be responsible to Larry Reich, assistant commissioner of planning and research.

Among Adams' responsibilities will be providing staff assistance for the Mayor's Committee on Urban Renewal. He will also direct special studies of the city's planning and renewal programs and supervise preparation of periodic urban renewal progress reports, including the Workable Program for Community Improvement.



Robert A. Adams

Adams has been with the department since March 1960 as an administrative assistant. From 1958 to 1960 he was employed by the Chicago Neighborhood Redevelopment Commission as an assistant to D.E. Mackelmann, executive secretary.

He received degrees of Master of Arts in the Social Sciences and Bachelor of Arts from the University of Chicago. Born in Chicago, he resides at 5228 N. Campbell Ave. He is married, and has one child.

Melone comes to the department after five years with the City Planning Commission in Philadelphia. He aided in the development of the comprehensive plan of Philadelphia in his capacity as chief of the district plan section.

He previously worked with the American Council to Improve Our Neighborhoods in New York City and with Harland Bartholomew and Associates, planning consultants, in St. Louis.



Thomas P. Melone

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These officials reported that the laws have not been in effect long enough to bring about significant changes in housing patterns. They noted that factors other than discrimination, such as income, tend to strengthen concentrations of non-white families.

Gradual elimination of discriminatory practices has occurred through education, conciliation and persuasion. In general, the white population of both communities has accepted the spirit of the fair housing practice laws.

Pittsburgh, unlike New York, provides for fines and imprisonment for violators. However, these provisions have not been used up to the present time.

New York's ordinance was the first legislation of its kind in the United States. It forbids housing discrimination on the basis of race, color, religion, national origin, or ancestry.

The New York Commission on Intergroup Relations administers and enforces the law. It investigates complaints and attempts to eliminate any discrimination it discovers. It may also initiate such action without a complaint when it has reason to believe a violation has occurred.

As of December 1, 1960, the commission had received 791 complaints, 618 of which were verified. Of this total, 51 per cent resulted in satisfactory closings. The complainant was promised the apartment in question, a similar apartment in the same building, or placement on a waiting list.

Twenty-seven per cent of the cases were closed because of unsubstantiated allegations, and 22 per cent closed for administrative reasons. Eighty-five per cent of all complaints involved Negroes.

The Pittsburgh ordinance forbids the denial of an equal housing opportunity because of race, color, religion, ancestry or national origin. It applies to any owner of five or more dwelling units, and to owners of less than five units if a real estate agent handles their transactions.

Enforcement of the fair housing practices ordinance is the responsibility of the Pittsburgh Commission on Human Relations, an official city agency.

Complaints may be filed with the commission by an individual, an appropriate organization or by the commission itself. If discrimination is disclosed after investigation, the commission will attempt to resolve the complaint by private conciliation and persuasion.

Violators are subject to a fine of \$100 or 30 days imprisonment.

During the first year after passage of the Pittsburgh ordinance, 34 complaints were filed. Twenty-six were adjusted satisfactorily, and eight remained under investigation.

PLANNERS, ENGINEERS STUDY METROPOLITAN PROBLEMS

Planners and engineers devoted their attention to physical problems of metropolitan growth, and governmental methods of solving them, at a two-day conference at the Northwestern University Technological Institute.

Other sponsors of the Conference on Environmental Engineering and Metropolitan Planning were the Northeastern Illinois Metropolitan Area Planning Commission and the U.S. Public Health Service.

Commissioner Ira J. Bach welcomed delegates on behalf of the City of Chicago. He discussed Chicago's interest in orderly metropolitan development and pointed to methods of area-wide cooperation in planning and public service.

Recreation, health, water supply, drainage, air pollution and waste disposal were among the physical problems discussed.

Roy Sorenson, chairman of the Governor's Commission on Metropolitan Problems in California, recommended federated forms of metropolitan government.

"This multi-purpose district appears to the California commission to be a way of nudging community clusters toward some type of cooperative and loosely federated government which at least could do metropolitan planning," he said.

Sorenson also recommended state and federal leadership to assist evolution of federated local government.

Dennis O'Harrow, executive director of the American Society of Planning Officials, spoke on "Planning Criteria for Metropolitan Areas." He stated that there is already technical knowledge on how to solve most metropolitan problems, if they are treated independently.

"A most important reason community problems cannot always be solved perfectly is the limitation of finances. In spite of the fact that we are still the wealthiest nation in the world, we are not able to afford perfection in all community facilities."

Ivan A. Nestingen, under secretary of the U.S. Department of Health, Education and Welfare, emphasized the need for citizen support of metropolitan programs. He cited the Hyde Park-Kenwood renewal program in Chicago as an example of the kind of citizen action needed to modernize urban areas.

Commissioner Bach and Larry R. Johnson, assistant commissioner of planning and research, served on the host committee for the conference. Deputy Commissioner Clifford J. Campbell and Robert W. Christensen, director of the department's capital improvements program division, served on the recommendations committee.



Mayor Willy Brandt of West Berlin (center) tours Dunbar Vocational High School during his visit to Chicago in March, with Mayor Richard J. Daley. Commissioner Ira J. Bach (left); Deputy Commissioner Clifford J. Campbell (behind Brandt), former director of the department's capital improvements program division; and Neal F. Simeon (right), acting director of Dunbar, accompanied Brandt. The department arranged the itinerary for the south side tour.

Staff Prepares 'Sketch Plans' For Long - Range Development

What will be the form of the Chicago area in the twenty-first century? Will it continue to focus on the central area of the city as the hub of transportation and commerce?

Will sub-centers of these activities develop within the city? Will major growth occur in suburban areas, with the city retaining the same pattern of density and employment? Or will intensive development extend along the lake shore in a linear pattern?

These are basic questions which must be answered as the department prepares the revised General Plan of Chicago. A series of long-range "sketch plans" are now being prepared, illustrating how the Chicago area would develop under various alternative patterns, over a fifty-year period.

Four examples of these sketch plans are a Central City plan, focusing on the central area; a Multi-Nucleated plan, providing for a series of major community centers in Chicago; Suburban Oriented plan; and a Linear plan, pointing toward continuous development along the lake.

The sketch plan selected as a logical basis for the General Plan may contain elements of these or other alternatives. It will provide a broad framework, or hypothesis, for policies and proposals.

Last August the department formed a special task force to prepare these sketch plans. Larry Reich, assistant commissioner of planning and research, directs their activities.

Jerral Harper, general plan division, heads the task force. Other members are Richard McKinnon, general plan division; and George Cooley and Karl Lossau, research division.

Two groups are providing guidance for the staff during these early stages of plan preparation. One is the General Plan Committee, consisting of the department's division directors and consultants. The other is the General Plan Committee of the Chicago Plan Commission, of which William Holabird serves as chairman.

Chicago's Central South Area Plan was a subject of discussion at the 5th Urban Design Conference, sponsored by the Harvard Institute of Design, on April 14 and 15 at Cambridge, Massachusetts.

"The Institution as a Generator of Urban Form" was the title of the conference. Commissioner Bach and Douglas Joy, planning director at Michael Reese Hospital, presented information on the plan in a panel discussion.

Work involved in revising the General Plan has been under way since 1957, when the department was established. Much of the staff effort has been devoted to collecting information.

A series of policy statements on major elements of the General Plan are now being formulated, largely on the basis of this information. Subjects for policy statements include future population, industrial development, residential land use and density, transportation and open space.

These policy statements will set forth general goals, from which recommendations for physical development can be drawn. The statements will also provide an opportunity for review of over-all objectives by such policy-making groups as the Chicago Plan Commission and the City Council before the department makes specific proposals.

An example is the draft of the open space policy statement, now under review. The vast growth of the Chicago region over the next fifty years will require great effort by the city merely to keep pace with present standards of service.

This policy statement lists the following general goals for park, cultural and recreation areas and facilities in the Chicago area:

- They must be fully accessible, by adequate distribution throughout the area and by relation to transportation routes.

- They must serve all age groups.

- They must provide indoor and outdoor space usable the whole year, for both active and passive uses.

- A complete range of facilities must be provided, including those that change with the seasons.

- The total and per capita amount of space must increase.

- Open space must create beauty and give form and organization to the city by means of its design and distribution.

- Facilities must be related geographically to institutions and government centers.

One method of meeting these objectives would be to develop wedge-shaped open spaces between existing residential areas, extending into the central city. Also, permanent "green belts" around present communities would assure adequate space in the future.

Present practical problems make it evident that not all of these objectives can be achieved at once. However, the function of the General Plan will be to recommend an optimum pattern of development for the city, within which day-to-day decisions can be made efficiently and effectively.

BACH TO DISCUSS INNER CITY IN U. OF C. LECTURE SERIES

"What Lies Ahead for the Inner City" will be the subject of a lecture by Commissioner Ira J. Bach at the University of Chicago downtown center on May 11.

Bach's presentation is one of series of ten lecture and discussion sessions entitled "Renewing Chicago in the '60's," from April 13 through June 16. Sponsors are the University College of the University of Chicago and the Metropolitan Center for Neighborhood Renewal.

Bach also spoke before the West Side Commercial League, an organization of businessmen in an area of the near northwest side, in March. He discussed the department's current planning studies of the East Humboldt Park-Near Northwest area, in conjunction with the Community Conservation Board.

Deputy Commissioner Clifford J. Campbell spoke at the Downtown Hammond Council's April 12 meeting in Hammond, Indiana.

Campbell discussed methods of developing an effective planning program for downtown. He emphasized the importance of relating the needs of the total community to the central business district.

Chicago's zoning ordinance must be effective enough to prevent inharmonious development and overcrowding. At the same time, it must reflect changing construction techniques and encourage imaginative design.

The city's ordinance, adopted in 1957, is considered one of the most modern in the country. Reviewing it to insure that it continues to meet these criteria is the responsibility of the department's zoning division.

The commissioner of city planning, zoning administrator of the Department of Buildings and zoning division staff members visit the site of each proposed zoning map amendment. A recommendation on each application is then reported to the City Council Committee on Buildings and Zoning.

During 1960, 351 such proposals were reported on. The staff also reviewed 14 zoning text amendments and 5 Planned Development applications for the Committee on Buildings and Zoning.

Sixty-two applications for variations in the nature of special uses were studied. Reports on these were presented to the Zoning Board of Appeals.

D E P A R T M E N T O F C I T Y P L A N N I N G

City of Chicago

Ira. J. Bach
Commissioner of City Planning



Clifford J. Camp
Deputy Commissioner of City Plan

Hon. Richard J. Daley
Mayor

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BOARD OF HEALTH, CENTRAL AREA COMMITTEE REPRESENTATIVES SPEAK TO COMMISSION

City Commissioner of Health Samuel Andelman and Randall Cooper, executive director of the Chicago Central Area Committee, spoke at the March meeting of the Chicago Plan Commission.

Cooper recommended zoning revisions pertaining to signs and off-street parking facilities in the central area.

He proposed an amendment which would require applicants for building permits for downtown parking facilities to file comprehensive plot plans. These plans would indicate width and design of entrances and exits, the location and capacity of storage areas and the layout of parking stalls and circulation aisles.

The city traffic engineer would re-

view and approve those features of the plan which might affect traffic circulation on the streets.

Cooper said that this change would alleviate traffic congestion at off-street parking facilities.

"Property values, as well as the general appearance of the central area, would be enhanced by providing for the gradual elimination of many of the overhead signs in the Loop," Cooper said.

He recommended a zoning amendment which would prohibit enlarging, altering or structurally repairing non-conforming signs which project more than 12 inches across the property line. Nonconforming signs are those in districts where such signs are prohibited, but which were constructed before the zoning ordinance became effective.

These recommendations were referred to the Plan Commission's zoning committee for study.

Andelman reported on activities of the Chicago Board of Health. He stated that "optimal health" for Chicago citizens is the goal of the current program.

"Optimal health is more than mere absence of disease, the goal of preventive medicine," he said.

Andelman cited the city's record against polio as proof of Chicago's success in preventive medicine. Of 34 cases of polio were reported in Chicago last year, the lowest figure in the city's recent history.

At least part of the success in fight against polio must be attributed to Chicago's inoculation rate, he said. It was the highest of any major city in the United States.